

Looking ahead

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Expansion of College Facilities Problems of Finance and Organization

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LIKE OTHER ELEMENTS of our educational system, our colleges and universities must expand in the years ahead. Just how much they are going to have to expand, no one knows. And some individual institutions may increase their enrollment only a little; others may double or triple in size. Needless to say, the financial implications of this expansion are substantial.

The facts of population growth in the United States are too familiar now to require much comment. The number of young people of college age, 18 through 21 years, was nearly 8.6 million in 1955. It will be over 11 million by 1963 and 15 million by 1972. The college age population was 6 million in 1900, 9 million in 1930, 9.75 million in 1940, and back under 9 million in 1950. This was an increase of 50 percent in 50 years.

Yet college enrollments increased from 238,000 in 1900 to over 2.6 million students in 1950, a growth of over ten times. Only about 4 percent of the college age population went to college in 1900; in 1950 it was about 30 percent.

Now we know that the college age population will increase over 70 percent in the next fifteen years, a larger percentage increase than occurred in 50 years from 1900 to 1950. We do not know what proportion of this age group will want to go to college, or should go to college. One current projection of enrollment trends predicts college enrollments in 1970 which will be 80 percent greater than the peak enrollment of 1955. Another projection foresees enrollments 146 percent greater than the current number by 1970, and 180 percent greater by 1973.

Fundamental questions of educational objectives and program are involved in predicting future college enrollments. We cannot explore these here. It is enough to say that college enrollments will un-

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The Hallmark of Progress

● "Obsolescence is the very hallmark of progress. The faster we obsolete products, machines, and antiquated, costly ways of working, the faster we raise our living standards and our national wealth. . . .

● "I would like to suggest . . . that our first concern should be to concentrate on making fast obsolescence palatable to people—in short—to sell people on the flexible, dynamic, risk-taking economy. And the best way to do that is to justify a deep-down feeling that nothing too bad is going to happen to any of us— . . . If our country can, as I believe it can, put a solid foundation of reasonable security under America's income . . . I believe our people will cheerfully put up with the sporadic irritations and upsets that go along with the free competitive system."

From an address by Henry Ford II before the American Newspaper Publishers Association, April 1955.



questionably expand in the next fifteen years, and that our system of higher education will have to accommodate a good many more students than at present.

Our system of higher education is a system only in a vague, amorphous sense. It consists of universities, colleges, and separate professional schools; it consists of institutions which grant degrees and those which do not (junior colleges); it consists of institutions with both undergraduate and graduate students and those preponderantly undergraduate; it consists of institutions operated under private auspices and those under public auspices (mostly state governments). Some institutions are located in large urban centers; most of these serve their local metropolitan community. Some are located in small villages and must house almost all of their students in residence on their campus.

Most of these institutions pride themselves on their independence in fixing educational objectives. Some do not wish to grow much beyond their present size; some are willing to increase; the publicly-supported institutions may be commanded by legislative bodies to expand.

EXPANSION RAISES many problems, not the least of which is adequacy of capital plant. The capital plant of 1950 was not satisfactory for the student body of 2.6 million persons then enrolled. Apart from those state institutions benefiting from the public works program of the Federal Government, little addition to plant was undertaken during the 1930's. Construction practically halted in the years from 1940 to 1946. Since 1946, with enrollments averaging nearly 150 percent larger than in 1940, no institution of higher education has caught up with its plant requirements.

In 1947 the President's Commission on Higher Education estimated that \$8 billion of new instructional facilities would be needed by 1960. But this was predicated on a larger enrollment than we shall actually have by that time. In 1952 the Commission on Financing Higher Education estimated plant needs in the decade of the 1950's at \$3.5 billion, including both instructional and residential facilities. Total plant expenditures in 1952 were reported at slightly over \$400 million.

Actually the \$3.5 billion figure is probably too low. Moreover, it was based upon an assumption of modest enrollment expansion. It seems more realistic today to anticipate that accumulated deficiencies of the past and expansion needs for

the future will require from \$10-\$15 billion worth of new plant between now and 1970 for both instructional and residential purposes.

How is this large volume of construction to be financed? Our state governments are not at present fiscally competent to undertake their share of this total. Some fundamental changes in state financial administration cannot long be delayed. Our privately-supported institutions have traditionally depended upon gifts and bequests for their capital plant improvement. Will philanthropy prove equal to this task? At the best the answer is uncertain.

To an increasing degree residential plant—dormitories and dining halls—is being financed on a self-liquidating basis. The Federal Government is helping in this endeavor, especially with the housing amendments of 1955. The \$500 million of this program will be exhausted in another year. Low interest rates and long-term amortization are essential to this program unless student residential charges are to be prohibitively high.

Instructional plant at public institutions can be provided by long-term capital improvement programs in our states, financed either on a pay-as-you-go or a bond-issue basis. The essential need for the state-supported institution is a definite program of adequate scale.

FOR THE PRIVATE institution willing to expand, some heroic measures at capital improvement are now vital. Philanthropy, which has concentrated on better support for current operating expenses, must be encouraged to give greater help to capital plant needs. Other efforts may also be required.

It might not be inappropriate for the Federal Government to lend its financial assistance to capital plant improvement on a loan, *not a grant*, basis for both publicly- and privately-supported higher education. This would mean a program for instructional plant comparable to the present one for residential plant. The Federal Government would assume some element of risk here, but such a program would entail only a slight if any need for tax support.

Such a suggestion is feasible only if our colleges and universities can find ways to increase their current income, or decrease their current operating expenses, so as to be able to include debt service on academic plant within their educational and general budget. With the expansion of enrollment ahead, I believe it will be possible to do this.

It is an idea at least worth exploration.

"Can We Solve the Farm Problem?"

WITH FARM PROBLEMS blighting the pleasant appearance of the economy, it is significant, says Murray Benedict, author of The Twentieth Century Fund's new book, "Can We Solve the Farm Problem?" that knowledge is lacking about the working of farm programs under "normal" conditions when the influence of both depression and wartime demand are absent—conditions which he says probably will characterize the immediate future. Much of the existing farm program, Mr. Benedict finds, is an outgrowth of depression and war, and many of its measures are "self-defeating and socially undesirable."

Mr. Benedict, an NPA Agriculture Committee member, scrutinizes the history of Federal farm programs, the causes and nature of the farm problem, and the position of agriculture in the economy.

Many long-term gains have been registered in the farmer's standard of living and in farm operations as a result of rather noncontroversial, conscious programming through agricultural research, service, and education, Mr. Benedict says. However, the controversial legislation for price supports and production control has received so much attention, he feels, that there has been a tendency to exaggerate the influence of these two controls on agricultural prosperity. Prosperity of the country as a whole must be the main reliance of farm groups.

Mr. Benedict places the value of government-owned farm commodity stockpiles at \$7 billion, and The Twentieth Century Fund Policy Committee whose recommendations accompany the study states, "Whether through government action or individually or collectively, farmers will eventually find it necessary to adjust their output to amounts the markets will absorb at prices they are willing to accept."

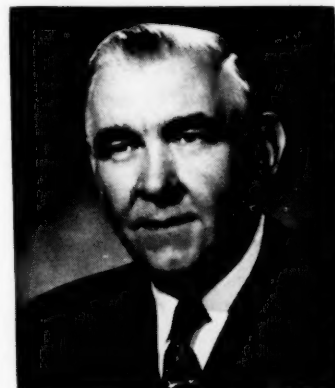
"Most of the adjustments needed," Mr. Benedict says, "are not uniform but instead should vary from farm to farm, depending on the particular situation. They can best be brought about through full use of the vast reservoir of managerial ability that exists in the farmers of the United States . . . when large and general adjustments need to be made quickly, government can and should step in with both aid and guidance. Here, planned and standardized types of adjustments have a place during the period in which the change is being made but are not likely to be satisfactory as something to live with permanently."

—the People of NPA—

Albert

J.

Hayes



In the back shop of the Milwaukee Railroad where the engines rolled in for repairs, NPA trustee and Steering Committee member Albert J. Hayes started work as a machinist apprentice. He was 17—just out of high school. Thirty years later, Milwaukee-born Hayes was elected president of the International Association of Machinists after a long record of work with the union during which time he had been first, president of the Machinists District Lodge No. 7, and later, Grand Lodge Representative. As "an outstanding American," in Senator Symington's words, Mr. Hayes has put his experience and ability into public service. During World War II, he was a labor member of the Sixth Regional War Labor Board. He acted as Assistant to Assistant Secretary of Defense Anna Rosenberg, was a member of the Labor-Management Manpower Policy Committee of the Office of Defense Mobilization, and in 1955 was appointed to the National Security Training Commission, top policy making body on military manpower. Intensely interested in attacking the causes of human distress, Mr. Hayes has been a member of the President's Commission on Health Needs of the Nation, a director of the American Heart Association, and has served on the President's Committee on the Physically Handicapped. He also participated in the National Citizens Commission for the Public Schools and the White House Conference on Education.

The Committee discusses the immediate problems of wheat, cotton, corn, butter, the export markets, the CCC, and Federal agriculture loans. ("Can We Solve the Farm Problem?" M. R. Benedict. The Twentieth Century Fund. 1955. 601 pp. \$5)

The Future of Distribution in an Expanding Economy

IF PRODUCTIVITY and consumption expectations for 1975 are realized, "two houses for every family—and perhaps a family helicopter to get from one to the other," may outmode two chickens in every pot, and two cars in every garage as the American symbols of good things to come, says J. Frederic Dewhurst.

This remark by the former president of The Twentieth Century Fund to the 27th Annual Boston Conference on Distribution reflects the optimism of the executives who attended to discuss "the future of distribution in terms of an expanding economy." The Conference Report's 24 short articles contain glimpses of a transfigured and healthy future.

Robert Z. Greene, president of the Rowe Manufacturing Co., for instance, forecasts an era of expanded automatic merchandising when the vending machine or "banks" of vending machines, as a powerful sales auxiliary, will dispense hundreds of products and services. It is not far fetched, he says, to expect in the future a "battery" of vending machines, tooled with electronic cookers and utilizing new means of food preservation, to take on the job of feeding steaks and stews to hungry persons in factories, transport terminals, and other crowded places.

Parker H. Ericksen, executive vice president of Avco's Crosley and Bendix Home Appliances Divisions, sees new opportunities growing from the retailing of the combination "package" appliance sale. In this new market, selling not one unit but an ensemble of appliance units for remodeled kitchens, laundries, and so forth, the retailer becomes not only a salesman, Mr. Ericksen points out, but also planner, contractor, authority on federal aid in home financing, and even a decorator.

"It may well be", Mr. Ericksen remarks, "that many of today's dealers won't make this change and this home modernizing volume may go to a new type of merchant who has not yet appeared . . ."

SKETCHING THE place of "Electronics in the World of Progress," Dr. W. R. G. Baker, vice president and general manager of the Electronics Division of General Electric Co., notes the awesome excitement with which people view the

science of electronics and the business it has set in motion. Dr. Baker suggests, however, that efforts to rush into the world of futuristic design should be bridled with patience.

Contrary to the common view that electronic products are so new and vital that they sell themselves, Dr. Baker says, "Today more than ever before, we are aware of the importance of the marketing function and of a basic requirement for more aggressive selling." Drawing an example from the temporary setback the television industry experienced with color TV—attributable, he says, to still unsolved technical and cost problems—Dr. Baker asks, "What advantages do we gain by creating premature markets in which the cost of a given product is far in excess of the consumer's ability to pay?"

What is true of electronics, Dr. Baker feels, is true of all business. The cost of manufacture and development must be realistically in line with what the consumer is able and willing to spend for a new product. We should not let the wonder of electronic potentials delude us; just because a product or service can be produced, will not necessarily ensure its becoming a commercial reality. "There is no need to create new goods and new services unless we can translate these innovations into customer sales."

Successful marketing in the future will require, Dr. Baker believes, improved knowledge of customer demands and motivations and a better job of distribution which ultimately can result in lower costs.

Electronics will provide many answers to consumer demand and distribution problems. In industrial communication, the two-way radio is now available to the trucking industry and makes possible instant communication between trucks on the road and terminals. Closed circuit television and electronic computers will aid in materials handling, inventory checks, and warehousing. Computers will provide new statistical aids and have a potential use in measuring consumer motivation as affected, Dr. Baker says, by price, style, packaging, or other considerations. New electronic devices will make possible the mass production techniques which can bring cheaply to the consumer the products which he desires. Dr. Baker points out, however, that "it

is an age requiring evolution in all areas of commerce—not just production alone. Production cannot stand solely on its own power. It needs to be balanced properly with other phases of our distributive system—with marketing and distribution—so that individual goals may materialize.”

(“Report. 27th Annual Boston Conference on Distribution.” From: Retail Trade Board, 80 Federal Street, Boston 10, 1955. 103 pp. \$4.15) ◀

The South Korean Dilemma

IN THE ABSENCE of extensive internal reform and adequate foreign economic aid, the risk of inadvertent catastrophe in Korea has been mounting, according to John P. Lewis, author of a report on “Reconstruction and Development in South Korea” recently issued by NPA’s Committee on International Policy.

If communism should now be allowed to gain through economic disaster what it was denied when it tried the technique of frontal assault, our political loss would be incalculable, the author states. He observes that in order to do anything substantial to help avert a reconstruction failure in South Korea, it is “hard to see” how the U. S. government can act much later than the coming year. “If the program can be turned into a success, there will be a new respect for American social and economic craftsmanship in the ideologically uncommitted Asian countries,” he comments.

Postwar Korea, Mr. Lewis points out, is caught in a tight capital bottleneck. “After so long a deferment of replacement investment, it probably is beyond the capacity of the economy itself to form even enough capital out of current output to maintain present production rates for any sustained period. . . . As for productive expansion, up and down the industrial roster the prognosis turns on the availability of more capital than Korea can possibly squeeze out of its present subsistence—without a much more ruthless suppression of consumption than anything of which an even loosely western-style government is capable.” Such additional capital, Mr. Lewis points out, as well as technology, must come from the outside.

Asserting that a “bold commitment of economic aid” must be forthcoming, Mr. Lewis enumerates, however, a number of internal re-

forms which must be made by Korea before an accelerated economic program can proceed. This will be the job of the Rhee government which, he says, “Whatever its shortcomings . . . is not an unrepresentative clique which has wilfully and cunningly imposed a regimen of venal inefficiency and autocracy on a protesting citizenry. More nearly, it is a fair expression of the present degree of Korean political maturity.”

Mr. Lewis proposes specific Korean programs for economic stabilization; promotion of a trade balance; training, education, and technical assistance; and improvement of intergovernmental relations.

He sums up the forces of change in South Korea as representing Western influences on an ancient, isolated culture. “They include a heady new nationalism, given shape and momentum by American doctrines of self-determination; rapid population growth, now spurting under the stimulus of Western health practices; a gradual, lately accelerated westernization of consumer wants; the demand for Western technology; the need to replace capital destroyed or worn out during two wars and their hectic interim; and a desire to heal the economic wounds of partition.”

(“Reconstruction and Development in South Korea,” by John P. Lewis. From: NPA, 1955. 111 pp. \$1.50) ◀

Mission in Malaya

A FAVORABLE POTENTIAL for economic expansion exists in the important South Asian area of Malaya, a 13-man survey team has reported, but actual prospects are marred by the critical question: can employment and investment growth keep pace with the fast-multiplying population and increasing labor force? The investigators were sent to the area in 1954 by the International Bank for Reconstruction and Development at the request of the Malayan government.

This acute economic predicament brought about by a youthful population likely to double its size in the next 25 years is pointed out in the mission’s report, “The Economic Development of Malaya,” most recent in a series of studies by the World Bank’s General Survey Missions.

The Report is divided into five main sections:

first, a general analysis of problems and prospects, and an outline of a proposed development program; second, a detailed consideration of the productive sectors of the economy; third, a study of social services and education; fourth, a proposed investment program, and; fifth, 12 technical reports.

In addition to the problem of surging population growth, a shortage of investment capital will hamper economic development in Malaya. The mission has recommended the establishment of a Central Bank and the setting up of specialized lending facilities for industry and agriculture.

Malaya faces major export problems. Technological economies in the use of tin have threatened the market for the area's most important nonagricultural industry. The world rubber market has been successfully assaulted by synthetics, and at present, only a broad replanting program can strengthen the competitive position of Malaya's natural rubber.

In agriculture, Malaya is thwarted by inadequate farming know-how, inertia and backwardness, lack of incentives, unsatisfactory credit facilities, and all the usual problems plaguing an underdeveloped area.

Although lacking the raw material base for an extensively industrialized economy, a noticeable amount of secondary industry has developed. The report urges efforts to increase the number of small industrial operations rather than large mass-producing plants on Western lines.

"The basic need, in our view," the authors state, "is for increased organizational and technical efficiency within a continuing pattern of essentially small-scale operations. Government assistance can make an important contribution to this need by expanding vocational training facilities, assisting in technical and market research, providing suitable sites and other services for new industries, improving industrial credit arrangements, and, in appropriate cases, adopting policies of protection within the Federation." ("The Economic Development of Malaya." From: The Johns Hopkins Press. Baltimore. 1955. 707 pp. \$7.50)

Mr. J. G. Holtzclaw, National Council member of NPA's Committee of the South, died December 13, 1955. Mr. Holtzclaw was president of the Virginia Electric Power Co., Richmond, Virginia.

Bilateral Technical Cooperation

CREATION OF THE semiautonomous International Cooperation Administration within the State Department was a first step in bringing order to the unstable structure of U. S. Technical Cooperation. However, the NPA Special Policy Committee on Technical Cooperation points with urgency to a number of additional steps which need to be taken.

A persistent problem, the Committee emphasizes "has been to find, train, and keep qualified technicians and administrators who will serve abroad." Accordingly, it recommends as a minimum program that administrative and professional employees serving abroad be given permanent civil service status, that long-term service in one country be encouraged, that provision be made for "lateral entry" at higher grades, and that requirements for "political clearance" be dropped.

Still to be defined is the division of authority between field staff abroad and Washington headquarters. The Committee urges delegation of broad authority to the field staff as a "prerequisite for effective programs." Once general policies have been established, the Committee believes, the Washington headquarters "should provide guidance rather than mandatory instructions. It should define problems, describe alternatives, and delegate decision making to the field."

More administrative service and technical advice should be available in Washington to provide field staff with criticism and to evaluate work in education, agriculture, health, and so forth, the Committee suggests.

The Committee recommends the formation of a technical cooperation clearing house to expedite exchange of information between public and private groups participating in technical assistance operations. "We believe the clearing house should be supported by foundation grants and by contributions from participating groups, and feel that it should not be dominated by the public agencies."

"The dominant partner in technical cooperation always is the host government . . .," the Committee says. "We hope if the U. S. technical cooperation policies are more clearly stated, if improved procedures are adopted, and if administrative arrangements are stabilized, the host governments will be stimulated to make matching efforts."

("Administration of Bilateral Technical Cooperation." From: NPA. 1956. 34 pp. \$1)

Life Begins at 60—Is the Best Yet to Come?

WHETHER OLD AGE hobbles in with distress and loneliness or brings a new challenge and enrichment is a matter of personal consequence to the world's 175,000,000 inhabitants now 60 years of age or more. As science slashes mortality rates and extends life expectancy, it is a matter of great concern to society that this experienced human resource not be wasted and that its members live happily and productively.

In New York State alone, the New York State Joint Legislative Committee on Problems of the Aging has found that 1,500,000 persons are 65 years of age or more.

Reporting to the Governor and Legislature in 1955, the Committee says, "Let us not delude ourselves. The aged do have special problems or problems of special intensity." Stemming from compulsory retirement regulations, reemployment difficulties, housing and financial worries, physical deterioration, and loss of morale, these problems create situations often requiring public help. The Committee feels that the interests of the state and the people would be advanced by the formation of Citizens Committees on the Aged to give constructive thought to these problems and to criticize state administration and legislation.

The Committee examined all the consolidated legislation in New York to discover what benefits, curbs, and other legal relationships appertained to the aged and made a number of recommendations on housing, hospitalization, adult education, recreation, social security, and so forth.

The report stresses that housing requirements of the elderly are diverse, ranging from separate houses and efficiency apartments to residential "homes" designed for large numbers of persons. In New York State, an administrative regulation stipulates that five percent of state-aided public housing apartments be designed for the aged. A legislative bill should be passed to approve this minimum policy, the Committee feels, without, however, limiting the discretion of the Housing Commissioner to revise the five-percent figure upward.

Median income of families headed by persons 65 or over, the Committee determined, is \$1,903, although 14 percent have incomes of \$5,000 or more. The difficulty of accumulating capital for old age, the Committee found, is being met in part by a rapidly increasing number of employer-sponsored pension plans. Over one million workers in New York are now covered by collectively

bargained pension plans.

The Committee noted with approval establishment in 1954 by Baxter Laboratories in Chicago of a plan which permits workers 65 to 70 to work 25 percent of full time at a \$75 salary. Social security and a \$20 a month annuity financed through a company profit-sharing plan brings income to \$177.50 a month.

The Committee says that "The Baxter experiment has other values highly important to gerontology. It encourages part-time employment, something with which industry has had little experience. It enables the older man to remain useful and continue his social contacts with his fellow employees, at the same time it enables him to reach a higher level of income than otherwise likely."

RECOMMENDATIONS ON legislation to assist older workers to maintain employment in changing industrial conditions called for retraining of those who need to adapt old skills to new machines; special job counselling of older workers; a State Labor Department program to "(a) show management how to utilize older workers profitably through job engineering and other techniques, and (b) to help through education of management to tear down bias against the 45-plus worker."

Urging the U. S. Commerce Department to offer stimulation to the founding of small businesses and of consultant firms by the elderly, the Committee report describes the creation in New York of a 14-man Advisory Committee of Senior Consultants composed of outstanding business and professional people now retired, who, working with the State Commerce Department, will counsel older persons wishing to establish themselves in business.

"The right kind of advice at the right time," the report states, "can rescue from uselessness many older persons who want to keep busy, who need an income, and who have valuable skills to contribute."

Mr. Solomon Barkin, NPA trustee and member of NPA's Labor and International Committees, has been on the New York body's Advisory Committee on Employment Problems of the Elderly. ("Making the Years Count." 1955. 162 pp. Available free from: State Senator Thomas C. Desmond. N. Y. State Joint Legislative Committee on Problems of the Aging, 94 Broadway, Newburgh, N. Y.)

A Successful Private Point 4 Project

THE SUCCESS STORY of a private Point 4 project in South America is described in the latest report issued by the NPA Special Policy Committee on Technical Cooperation — "Case Study of the Agricultural Program of ACAR in Brazil." In this study, Dr. Arthur T. Mosher traces the operations of the Association of Credit and Rural Assistance (ACAR) which, supported jointly by the government of Minas Gerais in Brazil and the American International Association of New York City, has for the last six years been helping to promote better agricultural practices and raise living standards on some of Brazil's smaller, backward farms.

The ACAR program concentrates on four inter-related services to the community—farm and home extension education, supervised credit, medical care and health education, and distribution of various farm materials such as seeds, fertilizers, and insecticides.

Staffed almost entirely by Brazilians, the ACAR program was undertaken in an area marked by a large number of small, scattered farms, primitive farm practices, poor, inadequate roads, and by an absence of satisfactory rural credit facilities. Members of the ACAR program wanted especially to discover whether a family, considered a poor credit risk by banks because of the small size or low productivity of

its farm, could become a good risk if the use of a loan were supervised. Dr. Mosher finds that in many cases supervised credit has proved effective.

Stressing the importance of the intangible rewards of ACAR's program, Dr. Mosher points out: "The most significant achievements of a program of technical cooperation are often something other than those intended when the program was set up. ACAR has helped to change the attitudes toward agricultural development of both borrower and nonborrower families with whom it directly cooperates, of its employees, and of an ever-increasing number of other Brazilians 'who have observed the program and found it good'."

("Technical Cooperation in Latin America: Case Study of the Agricultural Program of ACAR in Brazil." Arthur T. Mosher. From: NPA. 1955. 63 pp. \$1)

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